

Message Text

PAGE 01 NATO 04020 01 OF 02 311348Z

63

ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 PM-03 INR-07 L-03 ACDA-05

NSAE-00 PA-01 SS-15 PRS-01 SP-02 USIA-06 TRSE-00

SAJ-01 NSC-05 MC-02 OMB-01 /065 W

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FM USMISSION NATO

TO SECSTATE WASHDC PRIORITY 2962

SECDEF WASHDC PRIORITY

INFO USNMR SHAPE

USCINCEUR

USLOSACLANT

CINCLANT

S E C R E T SECTION 1 OF 2 USNATO 4020

E.O. 11652: GDS

TAGS: MPOL, NATO

SUBJ: SACEUR'S REVISED TERMS OF REFERENCE

REF: A. USNATO 3840; B. USNATO 3839; C. JCS 241344Z APR 75 (NOTAL)

D. USNATO 5899 OCT 23, 1974; E. STATE 205986 SEPT 18, 1974

SUMMARY. WE BELIEVE THAT SUBSTANTIVE ISSUES ARE INVOLVED IN THE PROPOSED MILITARY COMMITTEE CHANGES TO SACEUR'S AUTHORITY. TO ASSIST WASHINGTON'S EVALUATION OF THE ISSUES RAISED BY ASYG HUMPHREYS CONCERNING SACEUR'S REVISED TERMS OF REFERENCE (TOR), THIS MESSAGE PROVIDES ADDITIONAL INFORMATION, AND OUR RECOMMENDATIONS ON THE PROPOSED MILITARY COMMITTEE CHANGES TO SACEUR'S TOR (REFS A AND B). END SUMMARY.

1. THE REVISED CATEGORIES OF NATO FORCES (NATO COMMAND FORCES, NATO ASSIGNED FORCES, NATO EARMARKED FORCES, AND OTHER FORCES) REPRESENTS A SIGNIFICANT IMPROVEMENT OVER THE CURRENT DEFINITIONS. HOWEVER, THE IMPROVEMENTS OF THE NEW DEFINITIONS OF NATO FORCES ARE NEGATED WHEN EVALUATED WITH THE PROPOSED CHANGES TO SACEUR'S TOR. IN OTHER WORDS, AFTER
SECRET

PAGE 02 NATO 04020 01 OF 02 311348Z

FOUR YEARS OF DIFFICULT NEGOTIATIONS ON REVISING THESE DOCUMENTS, WE HAVE TAKEN ONE STEP FORWARD AND ONE STEP BACKWARD.

2. THE REQUIREMENT FOR SACEUR TO CONSULT WITH NATIONS PRIOR

TO CONDUCTING FIELD/TRAINING INSPECTIONS OF NATO ASSIGNED AND EARMARKED FORCES WAS INCLUDED IN SACEUR'S REVISED TOR AT THE INSISTENCE OF THE NORWEGIAN, ITALIAN AND TURKISH MC REPS, WHEREAS THE USREPMC PROPOSAL WAS TO ESTABLISH A REQUIREMENT FOR SACEUR TO CONSULT WITH US AUTHORITIES PRIOR TO CONDUCTING FIELD/TRAINING INSPECTIONS ON OTHER ADDITIONAL FORCES. USREPMC PROPOSED THIS CHANGE TO REMOVE U.S. ROTATIONAL AND DUAL-BASED FORCES FROM SACEUR'S NO-NOTICE INSPECTION AUTHORITY (REF C). THE IMPORTANT DISTINCTION HERE IS THAT THE NORWEGIAN, TURKISH, AND ITALIAN MC REPS PROPOSED RESTRICTIONS ON SACEUR'S AUTHORITY TO CONDUCT FIELD/TRAINING INSPECTIONS ON NATO ASSIGNED AND EARMARKED FORCES WHEREAS THE US PROPOSAL WAS AIMED AT ONLY THOSE ADDITIONAL OTHER FORCES.

3. IN A STATEMENT FOR THE RECORD AT THE MAY 21, 1975 MC MEETING (MC-15-75, JUNE 2, 1975) SACEUR HIGHLIGHTED THE MILITARY IMPLICATIONS OF THESE PROPOSED CHANGES TO HIS AUTHORITY BY EMPHASIZING THAT THE APPLICATION TO ASSIGNED AND EARMARKED FORCES OF THE PHRASE "IN CONSULTATION WITH THE NATIONS CONCERNED" WOULD REPRESENT A SUBSTANTIAL CHANGE FROM PREVIOUS AGREEMENTS ON SACEUR'S AUTHORITY IN THE AREA OF INSPECTIONS, AND WOULD DIMINISH THE VALUE OF SACEUR'S COMBAT EFFECTIVENESS REPORT. FROM A POLITICAL POINT OF VIEW, WE BELIEVE THAT IT IS NOT APPROPRIATE AT THIS TIME TO WEAKEN THE AUTHORITY INVESTED IN SACEUR, NOR DO WE CONSIDER IT JUSTIFIABLE TO ESTABLISH A PRECEDENT FOR ALTERING THE PARIS AGREEMENTS OTHER THAN TO THE EXTENT NECESSARY TO TAKE COGNIZANCE OF DE FACTO CHANGES.

4. FOR THE US TO SUPPORT ANY ACTION AIMED AT WEAKENING SACEUR'S AUTHORITY WOULD BE INCONSISTENT WITH US STATEMENTS AT RECENT DPC MEETINGS. FOR EXAMPLE, ACTING ON WASHINGTON INSTRUCTIONS (REFS D AND E) THEN CHARGE MCAULIFFE MADE THE STATEMENT AT THE OCTOBER 23, 1974 DPC MEETING THAT THE "US WHOLEHEARTEDLY SUPPORTS CONCERNS OF GENERAL GOODPASTER AND AMBASSADOR DE STAERCKE ABOUT TRANSFER OF NATO-COMMITTED FORCES FROM ASSIGNED TO EARMARKED STATUS, PARTICULARLY TO EXTENT THIS TRANSFER HAMPERS SACEUR'S PEACETIME ABILITY TO TRAIN AND
SECRET

PAGE 03 NATO 04020 01 OF 02 311348Z

PREPARE FORCES HE WOULD CONTROL IN WAR. THE US IS PREPARED TO GRANT SACEUR ADDITIONAL AUTHORITY IN THIS AREA OVER US FORCES IN EUROPE PROVIDED ALLIES DO LIKEWISE." MOREOVER, WE BELIEVE THAT SACEUR HAS INHERENTLY WEAKER THAN DESIRABLE PEACETIME INFLUENCE OVER THE NATO FORCES HE WOULD COMMAND IN WARTIME, AND THAT USG SHOULD EXHIBIT A NORMAL BIAS TOWARD SUPPORTING OR ENHANCING HIS PEACETIME INFLUENCE.

5. WE ALSO BELIEVE THAT THE US SHOULD OPPOSE THE DEROGATION OF SACEUR'S AUTHORITY. TO THIS END, WE HAVE DEVELOPED OPTIONS WHICH WE RECOMMEND PURSUING IN THE FOLLOWING ORDER OF

PREFERENCE DURING THE FORTHCOMING DPC DISCUSSIONS ON
SACEUR'S REVISED TOR.

A. REPLACE THE PHRASE "IN CONSULTATION WITH NATIONS
CONCERNED" IN PARA 13 (MC 53"1) WITH "IN ACCORDANCE WITH CUR-
RENT NATO PROCEDURES AND AS PRESCRIBED IN SPECIAL AGREEMENTS".
SACEUR PROPOSED THIS MODIFICATION AT THE MAY 21, 1975 MC
MEETING (MC-15-75) TO COVER NATIONAL AS WELL AS SHAPE'S
INTEREST IN THIS FIELD AS IT WOULD APPLY TO ALLLTHREE CATE-
GORIES OF FORCES. WE BELIEVE THAT THE US REQUIREMENTS TO
REMOVE ROTATIONAL AND DUAL-BASED FORCES FROM SACEUR'S NO-
NOTICE INSPECTION AUTHORITY COULD BE MET BY "SPECIAL
AGREEMENTS".

SECRET

PAGE 01 NATO 04020 02 OF 02 010552Z

21
ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 PM-03 INR-07 L-03 ACDA-05

NSAE-00 PA-01 SS-15 PRS-01 SP-02 USIA-06 TRSE-00

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S E C R E T SECTION 2 OF 2 USNATO 4020

B. CHANGE PARA 13 TO READ:

"AUTHORITY TO MAKE FIELD INSPECTIONS IN ACCORDANCE
WITH NATO CURRENT PROCEDURES AND AS PRESCRIBED IN SPECIAL
AGREEMENTS, WITHIN THE AREA OF ACE OF NATO COMMAND FORCES AND
OF NATO ASSIGNED AND NATO EARMARKED FORCES, AND IN CONSULTA-
TION WITH THE NATIONS CONCERNED, SUCH OTHER FORCES AND LOGISTIC
SUPPORT SYSTEMS AS MAY BE MADE AVAILABLE TO HIM.

"IN THE OPERATIONAL TRAINING OF ALL NATO FORCES UNDER
COMMAND OF ACE, THE DIRECT CONTROL OF THAT PORTION OF SUCH
TRAINING DESIGNED TO DEVELOP AN EFFICIENT INTEGRATED NATO
FORCE. FURTHERMOE, HE SHOULD BE GIVEN FACILITIES TO INSPECT
THE TRAINING OF ASSIGNED FORCES AND OF THOSE CADRE AND IN
CONSULTATION WITH NATIONS OTHER FORCES WITHIN THE AREA OF ACE

WHICH ARE EARMARKED FOR ASSIGNMENT TO ACE."

C. APPROVE SACEUR'S REVISED TOR WITH THE PROVISIO "THAT
IN THE EVENT OF QUESTIONS REGARDING THE INTERPRETATION OF
SACEUR'S TOR, THE AGREEMENTS REACHED AT THE LONDON CONFERENCE
(C-M(58)85(FINAL)) MUST PREVAIL". THIS IS SIMILAR TO THE
SECRET

PAGE 02 NATO 04020 02 OF 02 010552Z

POSITION TAKEN BY THE DPC IN APPROVING THE OVERALL STRATEGIC
CONCEPT FOR THE DEFENSE OF THE NATO AREA (MC 14/3).

6. BASED ON INFORMAL CONTACTS WITH OTHER DELEGATIONS AND
INTERNATIONAL STAFF ON THIS ISSUE, WE BELIEVE THAT THE UK AND
BELGIUM WILL PROBABLY REQUEST THAT THE PHRASE "IN CONSULTA-
TION WITH NATIONS CONCERNED" BE EITHER REMOVED FROM PARA 13
OF MC 53"1 OR MODIFIED ALONG THE LINES OUTLINED IN PARA 5
ABOVE. WE RECOMMEND THAT WASHINGTON APPROVE US INTERVENTION
IN THE DPC AS OUTLINED IN PARA 5 ABOVE. ACTION REQUESTED:
WASHINGTON GUIDANCE BY AUGUST 25.BRUCE

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